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ABSTRACT

The National Institute of Education is requesting a $25 million supplemental appropriation for the current fiscal year. Of this request, $16,250,000 would be expended to honor prior government commitments to ongoing programs. These commitments are primarily the projects being conducted at the regional educational laboratories and research and development centers. The remaining $8,750,000 would be allocated to new projects under the general headings of education and work, State and local problem-solving, diversity, research, and dissemination. The funding of these new projects is essential if NIE is to retain its credibility in moving to address critical problems in American education. (WM)

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Testimony of Thomas K. Glennan, Jr.
Director, National Institute of Education

before the

Labor-Health, Education, and Welfare Subcommittee

of the

House Committee on Appropriations

In Support of an FY 1974 Supplemental Appropriation

February 27, 1974

EA 005 891

Mr. Chairman and Members of the Committee:

We are here today to request a $25 million supplemental appropriation for the National Institute of Education for the current fiscal year. Several events have taken place since we last appeared before this Committee in March, 1973, which we feel justify this additional request:

- First, at the time of those hearings, the members of the National Council on Educational Research, NIE's policy-making body, had not been nominated. The justification for our 1974 appropriation purposely was flexible to allow the Council to exercise its policy-making authority. The members of the Council were confirmed in June and have met monthly since July.

- Second, the NIE staff has completed the arduous review of programs transferred to the Institute from the Office of Education and Office of Economic Opportunity. Some of these have been phased out, others have been bolstered with evaluation components or narrowed to more realistic scopes, and those found most meritorious have been continued. The completion of this review process has freed our staff in recent months for comprehensive planning of new initiatives.

- Third, the Council has now reviewed all major Institute programs and our budget; in December, the Council approved five priority areas toward which existing programs should be reoriented, where possible, and which will be emphasized in new initiatives. These priorities are, in no particular order of importance:

  -- Providing essential skills to all individuals, with a special, immediate emphasis on reading.

  -- Improving the productivity of education resources so that our Nation can continue to meet its commitment to quality education at a price it can afford.

  -- Understanding and improving the relationship between education and work.

  -- Developing a problem-solving capacity in State and local education systems.

-- Improving our understanding of the diversity of individual and group learning needs and preferences, and developing means of addressing those differences.

o Fourth, honoring prior Federal commitments to the transferred programs would have required expenditures of approximately $76 million; as you know, the Fiscal 1974 appropriation for NIE is $75 million. Thus, the entire appropriation could have been allocated to existing programs. However, the Council believed that NIE must undertake new projects to be responsive to the Congressional concern that NIE assume an aggressive leadership role in education research and development. The Council stated:

> "...the members of this body believe that it would be very shortsighted, perhaps crippling, if NIE were not to begin work in new areas. Indeed, it would otherwise have nothing but rhetoric to show its intentions and to demonstrate the promising potential of research and development...The Institute must move aggressively forward to address critical problems in American education and help meet the national policy, stated in the legislation establishing the Institute, 'to provide every person an equal opportunity to receive an education of high quality, regardless of his race, color, religion, sex, national origin, or social class'."

Consequently, the Council delayed funding of $16,250,000 in prior commitments in order to begin new initiatives. It further resolved that the deferred awards, which are valid government commitments, should be restored at the earliest opportunity.

NIE therefore allocated $15 million of its $75 million Fiscal 1974 appropriation to new initiatives. Of the $25 million supplemental request, $16,250,000 would be expended to honor those prior government commitments to ongoing programs -- primarily the projects being conducted at the regional educational laboratories and research and development centers -- and $8,750,000 would be allocated to the following new projects:

Education and work

- o $1.5 million to design experimental tests to bridge the gap between education and careers for young people. These experiments will involve schools, employers, unions, and other institutions in assisting young people from ninth grade through the post-secondary level. It is important that this planning begin so that the experiments can be underway by Fiscal 1976.

State and local problem-solving

- o $1.0 million for a two year pilot program to operate in four States to identify teachers who have developed an effective classroom innovation and to help disseminate that innovation within the State. State education agencies will be given funds to develop and run the program and to provide information to teachers throughout the State about the classroom innovations developed.

- o $250,000 to study previous attempts to identify unusually effective schools and to establish measures and procedures needed to accurately identify successful schools. Such a study will be basic to a four-year program which will determine what factors -- such as curriculum, organization, or teacher characteristics -- have contributed significantly to a school's success.

Diversity

- o $1.0 million for programs dealing with bilingual problems, including the development of national research agendas and priorities for Spanish-speaking and native Americans.

- o $1.0 million to support research on the determinants of psychological and emotional handicaps and the effects of those handicaps on a child's ability to learn.

Research

- o $1.0 million for grants to further our understanding of the effects of desegregation on students' attitudes and achievement, as well as the characteristics of schools that resegregate.

- o $500,000 for research grants to develop and refine achievement testing, in order to improve our ability to hold schools accountable for their students' progress and to guide the allocation of resources for the educationally disadvantaged.

Dissemination

- o $350,000 in planning grants to assist approximately 10 State education agencies in developing plans for their own Statewide dissemination programs.
- o $150,000 to design a survey to query teachers, principals, school board members, and others about problems in the schools. The survey data will provide a base for research and development programs to be undertaken to meet the expressed needs of education practitioners.
- o $2.0 million to support dissemination of educational research and development products, primarily those developed by NIE grantees and contractors. This project will expand a small effort that will begin this spring with available Fiscal 1974 funds.

The budget justification before you explains these new initiatives in detail, as well as the transferred and ongoing programs that would be funded with the supplemental. In addition, it explains the manner in which NIE has allocated funds under its $75 million appropriation for Fiscal 1974. The justification also notes that we have requested that funds from the supplemental be made available through September 30, 1974, to allow sufficient lead time to mount the new programs.

The remainder of my prepared testimony highlights the three major sections of that justification -- Development, Research, and Dissemination. Therefore, in the interest of time, you may wish that I insert it for the record. I will be happy to answer any questions you may have.

DEVELOPMENT

Research and planning activities in four of the priority areas have progressed sufficiently to support major developmental activities. These four -- productivity, education and work, State and local problem-solving capacity and diversity -- are discussed in this section. The fifth priority area -- essential skills -- is discussed under the "Research" heading.

Productivity

The last two decades have witnessed a massive increase in the Nation's aggregate expenditures for education. From less than $9 billion in 1950, education expenditures rose to an estimated $90 billion in 1973. While some 40 percent of this increase can be attributed to higher enrollments and an additional 25 percent to overall price increases, the remaining 35 percent can be attributed to rising levels of education expenditures per pupil. At the same time, it is not clear that education is 35 percent "better" today than it was in 1950. State and local governments are struggling to find ways to provide quality education at a price that parents and taxpayers are willing and able to pay. Their concerns are reinforced by studies showing little correlation between traditional measures of resources going into schools, such as dollars per pupil, and results of schooling, such as achievement test scores.

Accordingly, NIE will determine more productive and efficient means of using educational resources, particularly highly trained and expensive manpower and new communication technologies. Three approaches will be used to implement this objective:

- o Economic analyses to improve our understanding of the use of productivity concepts and technology in education.
- o Experiments in improving productivity through the use of modern technologies.
- o Design, development, and application of models to improve schools' productivity.

The major continuing activity in this priority area, transferred from the Office of Education, is an experiment with a communications satellite to provide education to teachers and students in remote areas of Appalachia, Alaska, and the Rocky Mountains. While the project will provide badly needed educational services to the persons in those areas, it also will provide NIE a unique opportunity to gather empirical data about the cost and effectiveness of such advanced communications technologies. The 1974 appropriation provides $9,710,000 for this and other productivity projects.

One other transferred program, the Communication Base and Analytical Procedures Program at the National Center for Higher Education Management Systems would be continued with $411,000 of the supplemental request. This project is developing management and accounting systems and techniques for university administrators.

Education and Work

The belief of the American people that education and economic opportunity are related is reflected in many sources. When those interviewed in the 1972 Gallup Poll of Public Attitudes Toward Education were asked why they wanted their children to get an education, 44 percent replied, "to get better jobs," and 38 percent said, "to make more money, achieve financial success." An NIE-sponsored survey of public views on the objectives of secondary education found job skills rated more important than four other choices, including academic skills, by at least two to one.

And, while there are repeated calls to improve the ability of schools to help children meet career objectives and to develop new approaches to relate learning and work, there also are persistent questions about the capacity of education to influence an individual's economic future. NIE, therefore, will undertake activities to:

1. Improve our understanding of the relationship between education and work. Through a research grants competition, NIE is exploring such issues as the effects of nonacademic skills developed in work, school, and community activities on career success; comparisons of on-the-job training and classroom preparation for work; and shortages and surpluses of personnel in occupations for which schools do, or could, prepare their students.

2. Improve access to careers by improving the contribution of education to career awareness and exploration among children and helping young people to make wise career choices, prepare for jobs,

and then attain work. Ongoing programs have resulted in improved curriculum materials that increase children's career awareness and provide young people with work experience that offers both specific skills and an understanding of career options.

For example, the school-based career education model has offered 3,000 elementary and secondary school children an opportunity to learn about careers as an integral part of their arithmetic, history, science, and physical education studies. From the children and their teachers, NIE has learned how to improve these materials, which will be disseminated shortly for use in grades kindergarten through 12.

3. Improve career progression for adults. Ongoing programs are examining the hypothesis that existing educational services and job opportunities are adequate for many adults, but that better counselling services are required to provide adults access to those opportunities. The home-based model in Providence, Rhode Island, has developed means of providing such counselling to adults, particularly women. In 1973, assistance was provided to 1,900 different individuals.

The 1974 appropriation provides $14,813,000 to continue these programs. $2 million is requested in the supplemental for two projects, one a continuation, one a major new initiative:

- o $500,000 is requested for field-testing of 87 additional curriculum units developed as part of the school-based career education project.

- o $1.5 million is requested to identify existing programs and begin the design of experiments that will respond to recommendations of several recent commissions dealing with the problems of young people in the transition from school to work. These studies have suggested the need for young people to have more contact with adults, the need to merge academic and vocational learning, and the need to provide better career information to young people and more challenging and work-related academic curricula.

State and local problem-solving

Many observers question whether Federal efforts to assist schools in dealing with their problems over the past decade have been effective. An NIE study of this issue suggests that these approaches have failed to take account of the fact the sustained improvement cannot occur unless school systems are organized to make the most effective use of their own resources to solve their problems. NIE's goal will be to determine whether and to what degree an effective problem-solving capacity can be developed at the state and local levels.

The 1974 appropriation provides $4,296,000 for research and development in this area. To complement those activities, NIE's supplemental requests an additional $2,930,000 to:

- o Continue educational laboratory and R&D center programs to develop new materials and techniques to aid school problem-solving.
- o Develop a pilot program in four States to identify teachers who have developed effective classroom innovations and help them disseminate those innovation techniques to other teachers.

- o Identify schools that have consistently achieved greater academic gains among their students -- particularly those in low-income areas -- and to determine which factors, such as curriculum, teaching styles, or particular instructional aids, contribute to their success.

Diversity

NIE's programs focusing on diversity in education are designed to increase the capacity of education to meet the varied educational needs and desires of individual students, parents, teachers, and communities. Although many aspects of our presently generally uniform modes of education are desirable, individual learning needs and preferences frequently are ignored. Children react differently to different teachers, some learn better in open classrooms, some favor personalized instruction, others more programmed teaching.

The 1974 appropriation provides $8,709,000 to fund four sets of programs that deal with these issues: education vouchers, experimental schools, programs for the handicapped, and programs for those from bilingual backgrounds. The proposed supplemental requests an additional $7,950,000.

1. The education voucher demonstration, for example, is examining a system hypothesized to make education more responsive and accountable to the concerns of parents, as well as teachers and school administrators. Under the voucher system, each school age child receives an education voucher, or certificate, to pay for his education. Schools, rather than being centrally funded, receive their resources by redeeming the

vouchers of their enrolled children. Parents may enroll the children in any participating school of their choice. In answer to concerns that a voucher program might promote economic or racial segregation, threaten teacher rights, lead to a decline in the public schools, or result in unconstitutional support of religious instruction, the model adopted in the first operational site -- Alum Rock in San Jose, California -- includes stringent regulations to preclude those undesirable outcomes.

The grant to implement that limited form of the model was awarded for the 1972-73 school year. To allow the system to adjust to the major internal reorganization of a voucher system (and to allow a smooth phase-out of federal support at the end of the demonstration) a commitment was made to continue the project for a minimum of five school years.

The 1974 appropriation provides $4,037,000 to continue Alum Rock research and analysis activities; funds for two planning grants -- to the State Department of Education in New Hampshire and East Hartford, Connecticut -- that promise to expand our knowledge about the operation of different types of voucher programs with different types of populations; and funding for one additional operational site (subject to approval by the National Council on Educational Research). The $3 million supplemental request would fund the fourth year of operation at Alum Rock.

2. Sites in the experimental schools program were selected to identify their local needs and problems and to develop and implement a comprehensive plan that reflects the thinking, solutions, and strategies deemed viable by local decision makers. The unique characteristics of this program are the relative autonomy of the local program staff, the long-term funding, and the major evaluation component that is documenting the change process and pinpointing successful methods of innovation that might be duplicated elsewhere.

The sites, to which five-year funding commitments have been made, include Minneapolis; Franklin Pierce School District in Washington; Berkeley, California, Greenville County, South Carolina; and the Edgewood Independent School District in San Antonio, Texas. In addition, local Urban Leagues are operating street academies for the disadvantaged in South Bend, Indiana; Oakland, California; and the District of Columbia. Finally, 10 small, rural districts in Alaska, Mississippi, Kentucky,Oregon, Washington, Michigan, New Hampshire, Arizona, Wyoming, and South Dakota are included.

The 1974 appropriation provides $600,000 for experimental schools activities; the supplemental requests $2,950,000 for evaluations of the Greenville County, Edgewood, and small schools sites to collect data that will help other schools understand and duplicate effective components of the innovation process.

3. A 1972 Survey of Teachers and Leaders of School Systems showed that the "diagnosis of learning problems" ranked fourth among 20 concerns of teachers and sixth among the education leaders.

Although valuable and productive work has been carried out in NIE's research grants program and by other Federal agencies and physicians and psychologists, many areas have not received adequate attention. The 1974 appropriation provides $867,000 for programs for the handicapped; the supplemental requests an additional $1 million for research to aid in identifying the causes of physical and emotional handicaps and in understanding the influences of those handicaps on an inidividual's ability to learn. Development of school programs for the handicapped, however, will continue to be the primary responsibility of the Bureau for the Education of the Handicapped in the U.S. Office of Education.

4. Three new programs to deal with bilingual problems are proposed in the supplemental: The first will review evaluations (primarily conducted by private concerns) of cultural biases in standardized aptitude, achievement, and IQ tests used in schools and attempt to develop culture-free measurement standards. The second will examine variations in values and perceptions within such broad minority classifications as Spanish-surnamed, Black, Oriental, or Indian. The third will seek groups of researchers, practitioners, and other representatives of the Spanish-speaking and native American communities to develop national research agendas and priorities for their respective groups.

The 1974 appropriation provides $2,205,000 for multicultural programs; $1 million is included in the supplemental request for the proposed new activities.

RESEARCH

NIE's research activities fall into three categories: essential skills, teaching and curriculum, and basic and policy studies.

Essential Skills

Substantial numbers of Americans do not have the reading, mathematical, or social competencies required for them to succeed in school and lead productive lives after leaving school. In FY 1974, NIE is continuing developmental activities in several aspects of essential skills; new initiatives will focus on reading. While estimates of the severity of this country's literacy problems vary, it is clear that a substantial portion of our population does not read well enough to function in society:

- 12 million persons 14 years old and older cannot read as well as the average fourth grade graduate, yet seventh grade reading ability is required for most skilled and semi-skilled jobs, such as cook or machinist.
- An estimated 18 million adults cannot read well enough to file applications for Medicaid, Social Security benefits, bank loans, or driver's licenses.

Because steady progress has been made toward understanding the learning processes required to develop early reading skills, NIE will focus its efforts on the problems of those who fail to progress beyond the elementary level, particularly those with special learning problems or those from minority backgrounds.

In addition to research on the reading problems of children in the middle grades (fourth through sixth), NIE's 1974 appropriation provides $7,523,000 for lab and center projects dealing with the development of reading skills and basic learning processes, as well as continuation of the Response to Education Needs Project, which is attempting to

improve the reading and math skills of 20,000 students in the Anacostia area of Washington, D. C.

The supplemental requests $886,000 to continue two ongoing programs:

- The Individually Guided Education program at the Wisconsin Research and Development Center, which is developing mateials for children in ungraded classrooms.
- The Comprehensive School Mathematics program, conducted by the Central Midwestern Regional Education Laboratory, which is improving the effectiveness of math instruction in grades K-12.

Teaching and Curriculum

Concern with effective instruction is essential in any effort to provide high quality education for all children. This national concern is reflected in the recent adoption of laws in many States that call for systems in which teachers and schools are held accountable for their effectiveness. NIE's activities focus on two aspects of this problem:

- The need to develop and evaluate training programs that are designed to improve teaching skills.
- The need to develop and evaluate curricula that is more effective in meeting needs of individual school children.

The 1974 appropriation provides $6,668,000 to continue these ongoing programs. The supplemental requests $11,575,000 for other ongoing projects in this area, including programs to develop guidelines for teacher training, studies of the relationship between teacher characteristics and student achievement, and experimental curriculum programs that allow children to develop their own achievement goals and evaluate their own progress toward those goals.

Basic and Policy Studies

The 1974 appropriation provides $2,226,000 for activities designed to strengthen the knowledge base about the organization and practice of American education, about basic learning processes, and about issues of interest to policy makers at the State and local levels. For example, studies are underway into school finance issues, questions of the factors affecting a child's understanding of appropriate sex roles, and the relationship between the type of a school's internal organization and a child's learning. The supplemental request includes $1,655,000 for three major activities:

- A continuing project at Johns Hopkins University that is developing measures of psychological and social maturity (special skills, such as ability to interact with other people) and evaluating the effects of education, the family, and peers on such social skills.

- Research on improved kinds of tests, including those that measure students' progress against community or school established criteria. Amidst growing demands for school accountability, standardized achievement tests, normed against national standards, have been found inadequate for local school or community needs. Tests that allow students' performance to be assessed according to locally determined criteria would be an aid in ensuring school accountability.

- Research on the effects of desegregation on minority and majority students' attitudes and achievement and research on the characteristics of schools that resegregate and strategies that might discourage such resegregation.

DISSEMINATION

NIE's dissemination activities are concerned primarily with ensuring the implementation of the results of education R&D and with the healthy growth of the R&D system. This program incorporates activities to provide useful information to the "consumers" of R&D results, to develop more effective dissemination processes, to improve education information and resource systems, and to develop policies and program to ensure adequate manpower and institutional resources to respond to the educational needs of teachers, principals, school administrators, school boards, and local communities.

The $6,178,000 1974 dissemination budget includes funds to maintain and improve the ERIC system, the largest screened education information resource system in the world. ERIC is a national network of 16 subject-oriented clearinghouses, each charged with collecting, screening, abstracting, and indexing education literature, from both researchers and practitioners, in their particular subject area. By the end of calendar year 1973, ERIC had acquired more than 140,000 education documents; in the same year, more than 14 million copies of ERIC documents had been sold to individuals, educators, and researchers. NIE plans to improve the accessibility of information about education so that teachers, school administrators, policymakers, and the general public can make better use of the knowledge gained through research, development, and practice.

NIE also is providing support to disseminate products developed under its sponsorship, holding training institutes for minority researchers,

and analyzing and interpreting the results of education research on critical issues for use by practitioners. The supplemental request includes $2.5 million for three major activities:

- An expanded program to assist State education agencies in disseminating information to educators in their states.
- Efforts to expand dissemination of NIE-sponsored products.
- The design of a survey of teachers, principals, school board members, and other "consumers' of education R&D to ensure that the Institute's agenda is more closely related to their needs and concerns.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

National Institute of Education

Biographical Sketch

NAME : Emerson J. Elliott

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BIRTHPLACE AND DATE : Ann Arbor, Michigan
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EDUCATION : Albion College
Albion, Michigan
A.B. degree - 1955

University of Michigan
M.A. - 1957

EXPERIENCE

1970-72 : Deputy Chief, Human Resources Programs Division, Office of Management and Budget

1967-70 : Assistant Director for Education Programs
Human Resources Programs Division
Bureau of the Budget

1960-67 : Budget Examiner, Federal Education Programs
Bureau of the Budget

On staff of White House task forces on Education of 1964 and 1967; executive secretary of 1966 White House Task Force on Early Childhood and of 1967 White House Task Force on Financing of Public Broadcasting. Principally responsible for Special Analysis on Federal education programs included in Presidential budgets for 1969, 1970, and 1971.

AWARDS : Phi Beta Kappa - 1955
Fellowship in Metropolitan Studies,
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William A. Jump Meritorious Award for Exemplary Achievement in Public Administration, 1970

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

National Institute of Education

Biographical Sketch

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EDUCATION :
Manhattan College
Bachelor of Arts - 1960

New York University
Law School - 1960-61

Columbia University
Graduate Faculties - 1962-64

EXPERIENCE

1971-72 : Acting Associate Deputy Commissioner for Development
Office of Education

1965-71 : Senior Program Analyst, Human Resources Program
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AWARDS : Professional Achievement Award (1968)
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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

National Institute of Education

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1971-1972	:	Associate Director for Administration Office of Economic Opportunity Washington, D.C.
1970-1971	:	Deputy Assistant Director Office of Economic Opportunity - VISTA Washington, D.C
1969-1970	:	Regional Administrator - VISTA New York, New York
1967-1969	:	Senior Program Analyst - VISTA San Francisco, California
1966-1967	:	Training Officer - VISTA Washington, D.C.
1965-1966	:	Director Bureau of Employment, Training & Placement Charlotte, North Carolina
1962-1965	:	Executive Director Commission on Human Rights, City of Des Moines Des Moines, Iowa
1960-1962	:	Educational Director Kansas Commission on Civil Rights Topeka, Kansas
1959-1960	:	Employment Interviewer Kansas State Employment Service Topeka, Kansas

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

National Institute of Education

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		University of Chicago Masters of Business Administration - 1965
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EXPERIENCE:		
1969-1973	:	Associate Dean Graduate School of Education University of Chicago
1967-1969	:	Assistant Director of Research U.S. Military Academy West Point, N.Y.
1966-1967	:	Associate Director of Research New England Education Data Systems Cambridge, Massachusetts
AWARDS	:	A.B. Magna Cum Laude "Outstanding Young Man"
PUBLICATIONS	:	Rich Schools, Poor Schools

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

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EXPERIENCE		
August 1972	:	Director, Career Education Task Force
1971-1972	:	Adviser in Education Office of the Assistant Secretary for Planning and Evaluation/HEW
1969-1971	:	Director of Educational Planning New York City Planning Commission; New York
1964-1968	:	Teaching Fellow Research Assistant Graduate Student Harvard University
1962-1964	:	Peace Corps Volunteer Dominican Republic Education Adviser Agency for International Development Dominican Republic
1961-1962	:	Public School Teacher Los Angeles, California
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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

National Institute of Education

Biographical Sketch

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EXPERIENCE:

August 1972	Director, Task Force on Field Initiated Studies, NIE
1969-1972	Director, Division of Practice Improvement, National Center for Educational Communication, Office of Education
1967-1969	Chief, Research Utilization Branch, OE
1966-1967	Assistant Director, Division of Research Training and Dissemination, OE
1965-1966	Chief, Basic Research Branch, Division of Higher Education Research, OE
1964-1965	Chief, Media Research and Dissemination Branch, OE
1963-1964	Chief, Research and Services Section, Educational Media Branch, OE
1961-1963	Research Coordinator, Educational Media Branch, OE

AWARDS AND MEMBERSHIPS

1971 - HEW Superior Service Award
1968 - Brookings Institution Federal Executive Fellowship
1960 - Letter of Commendation from the Commissioner of Education

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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

National Institute of Education

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EXPERIENCE		
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